DOCUMENT RESUME

ED 388 190 HE 028 733

TITLE	Enhancing Quality in Higher Education: Affirmative Action and the Distribution of Resources in U.S. Department of Education Programs.
INSTITUTION	Hispanic Association of Colleges and Universities, San Antonio, TX.; Institute for Higher Education Policy, Washington, DC.
SPONS AGENCY	AT&T Foundation, New York, NY.
PUB DATE	95
NOTE	15p.
AVAILABLE FROM	Publications Department, Hispanic Association of Colleges and Universities, 4204 Gardendale St., Suite 216, San Antonio, TX ($7.50 plus shipping and handling).
PUB TYPE	Reports - Research/Technical (143) -- Viewpoints (Opinion/Position Papers, Essays, etc.) (120)
EDRS PRICE	MF01/PC01 Plus Postage.
DESCRIPTORS	*Access to Education; *Affirmative Action; College Faculty; College Students; Demography; *Educational Quality; Federal Programs; *Higher Education; *Hispanic Americans; *Resource Allocation; Student Financial Aid
IDENTIFIERS	*Department of Education

ABSTRACT

With an aim to contributing additional information to the public debate about affirmative action, this report discusses the distribution of federal resources from the Department of Education for programs intended to bring about access and opportunity to underrepresented groups in higher education, specifically allocation of such funding to Hispanics. An early section reviews the demographic context of the current and expanding Hispanic population in the United States. A look at affirmative action in higher education lists programs that can be included under affirmative action and notes the $900 million in federal resources appropriated for these programs in 1994. A section on Hispanic students in higher education discusses the critical role that student financial aid plays in access to postsecondary education. There follows an analysis of how these programs affect Hispanic students, Hispanic-serving institutions, and Hispanic faculty. The report concludes that data, that specifically details who is participating in higher education programs linked to affirmative action, are scarce. Thus it is difficult to specify how much federal funding actually goes to Hispanic students, faculty, and institutions through affirmative action efforts in higher education. (JB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

HE

ED 388 190

Enhancing Quality In Higher Education

Affirmative Action and the Distribution of Resources in U.S. Department of Education Programs

Hispanic Association of Colleges and Universities

and

The Institute for Higher Education Policy

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy

A HACU *Publication*

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Hispanic Association of Colleges & Universities
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

HE028733

BEST COPY AVAILABLE

Jamie Merisotis
President
The Institute for Higher
Education Policy

Connie Valdez
Chair, Governing Board
Hispanic Association of
Colleges and Universities
President, Northern
New Mexico
Community College

Laudelina Martinez
President
Hispanic Association of
Colleges and Universities

Copyright © 1995 by Hispanic
Association of Colleges and
Universities. All rights reserved.
This report is funded in part
by the AT&T Foundation

Contents

Introduction 1

Defining the Context 2

Affirmative Action in Higher Education 3

Figure 1: *Affirmative Action and U.S. Department of Education Programs in Higher Education* 4

Hispanic Students in Higher Education 5

Effects on Hispanic Students 6

Figure 2: *Participation in TRIO Programs by Student Race/Ethnicity* 6

Effects on Hispanic-Serving Institutions 8

Effects on Hispanic Faculty 9

Figure 3: *Percent of Representation Among Full-time College Professors, Postsecondary Students, and U.S. Population* 9

Conclusion 10

Enhancing Quality In Higher Education

Affirmative Action and the Distribution of Resources in U.S. Department of Education Programs

The issue of affirmative action—what it is and who it serves—is currently a central topic of national policy discussion, both for policymakers and the general public. Unfortunately, many of the conversations are based on anecdotal impressions rather than facts regarding who is served by affirmative action programs and who benefits from the funds that are distributed. To help structure the debate as it relates to affirmative action efforts in higher education, this report, prepared by the Hispanic Association of Colleges and Universities (HACU) and The Institute for Higher Education Policy, presents information on one aspect of the affirmative action discussion: the distribution of federal resources at U.S. Department of Education (USDE) for programs intended to bring about access and opportunity to underrepresented groups in higher education. It also examines the specific allocation of such funding to Hispanic students, faculty, and institutions. Because many of these USDE programs have been viewed as policy initiatives with similar ends as affirmative action,hereafter they will be referred to as affirmative action programs.

This preliminary report is not a definitive delineation of programs or policies; rather, it is illustrative of federal affirmative action efforts in higher education

and is intended to help frame the discussion of affirmative action around the theme of distribution of resources and programmatic impact. Without information about how funds are distributed, public policy lacks a significant framework for analysis and loses its focus. Perspective is gained when key facts about affirmative action are revealed. For example:

- Expenditures on access and opportunity programs in higher education linked to the U.S. Department of Education are estimated at $900 million for FY 1994. As a portion of the department's $14.7 billion budget for higher education that year, funds for these affirmative action programs comprised only 6% of the total.

- While these expenditures are minimal, the U.S. Department of Education affirmative action programs in higher education reached more than 100 minority-serving institutions, hundreds of faculty members, and thousands of students during 1994.

Without information about how funds are distributed, public policy lacks a significant framework for analysis and loses its focus. Perspective is gained when key facts about affirmative action are revealed.

Defining the Context

"Affirmative action" is a fairly technical term used to describe active non-discriminatory measures to ensure fair treatment of all individuals applying for or employed in a position in the workforce. These planned, on-going efforts seek to provide an equal employment opportunity to all individuals who may face barriers due to factors such as race, sex, religion, color, handicap, or veteran status. Affirmative action differs from passive non-discrimination in that it requires employers to statistically evaluate the outcomes of their personnel procedures (including recruitment, selection, and promotion) for disparate negative effects on a racial or ethnic group or on women.

This definition of affirmative action has been adapted for use in higher education. In this arena, the objective of affirmative action efforts is to equalize opportunities for the participation and development of all students, faculty, and institutions so that the overall quality of higher education is enhanced. The investment in these activities is designed to benefit not only individuals but society as a whole since, as more citizens develop intellectually, the nation's workforce is strengthened. More importantly, however, the central aim of affirmative action programs in higher education should not be to look to the past in order to redress historical wrongs of American society, but to enable a positive future for the country based on economic and social development and stability, made possible by the increased capacity of all its citizens.

In this arena, the objective of affirmative action efforts is to equalize opportunities for the participation and development of all students, faculty, and institutions so that the overall quality of higher education is enhanced.

Hispanics are playing an increasingly prominent role in American society, yet growth in numbers of Hispanics has not been matched by an expanded representation in employment and education. Hispanics comprise 8% of the nation's working age population, but are underrepresented and underpaid in the workplace compared to whites, according to a 1995 report by the Tomas

Rivera Center (TRC) for the U.S. Department of Labor's Glass Ceiling Commission. The TRC study states that whites make up 92% of private industry managers while Hispanics comprise just over 2%. Furthermore, Hispanic employees from all national groups have a lower mean-wage income in the nation's private industries than whites. Advancement in higher education by Hispanics is also limited. Among 18-24-year-olds, 18% of all Hispanics were enrolled in college in 1991 versus 34% of all whites, according to the U.S. Department of Education.

Hispanics are projected to become the largest minority group by the year 2020, outnumbering African Americans, according to the U.S. Bureau of the Census.

Hispanics are projected to become the largest minority group by the year 2020, outnumbering African Americans, according to the U.S. Bureau of the Census. The Census reports that the country's Hispanics totaled 22.4 million (9% of the total population) in 1990; this represents a substantial increase from 1980's total of 14.6 million (6%). By the turn of the century, 31 million Hispanics will populate the nation. By 2020, the Hispanic population is projected to reach 49 million; by that time, one of every five Americans will be of Hispanic origin.

During the upcoming years a large number of Hispanics will be entering the workforce. According to the U.S. Department of Labor, in 2010 one of every three new workers will be Hispanic. If the employment of these new workers is to be meaningful and offer societal and professional growth, postsecondary education and training must reach them. In the past, affirmative action programs in higher education have assisted in providing these educational opportunities for Hispanics.

Affirmative Action in Higher Education

In higher education, affirmative action measures work in a variety of ways. In addition to their effect on admissions policies and procedures, they impact the hiring practices of faculty and staff, the distribution of funding for men's and women's athletic teams, the development of minority scholarships, the strengthening of skills among teachers who serve minority populations, and government funding of minority-serving colleges and universities. With respect to U.S. Department of Education affirmative action programs, no official list of such programs exists. However, many higher education programs might reasonably be included under the umbrella of affirmative action. These include:

- The Federal Early Outreach and Student Services Programs known collectively as TRIO;
- Minority Science Improvement;
- Women and Minority Participation in Graduate Education;
- Bilingual Education Fellowships;
- Bilingual Educational Personnel Training;
- Higher Education for Native Hawaiians;
- College Assistance Migrant Program;

- Women's Educational Equity;
- Indian Education;
- National Early Intervention Scholarships and Partnerships;
- Minority Teacher Recruitment;
- Faculty Development Fellowships;
- Harris Fellowships;
- Title III: Institutional Aid;
- HBCU Capital Financing Program;
- Howard University; and
- Training and Advisory Services.

The total federal resources appropriated for these affirmative action programs in higher education in FY 1994 was approximately $900 million. An itemization of the distribution of these funds by program appears in Figure 1, as does the number of program fund recipients—broken down into categories of students, faculty, and institutions.[1]

Federal student financial aid programs are not included in this publication as their assistance is rewarded on the sole basis of financial need. However, Hispanic students and students at HSIs are heavily dependent on federal, state and other student assistance programs to provide access and college opportunity. For a detailed discussion of this issue see HACU's publication *Student Financial Aid: Impact on Hispanics and Hispanic-Serving Institutions* (February, 1994).

Figure 1
Affirmative Action and U.S. Department of Education Programs in Higher Education

Programs	F.Y. 1994 Appropriated Funds (Millions)	Participants
TRIO	$418.5	633,024 Students
Minority Science Improvement	$5.9	81 Institutions
Women & Minority Participation in Graduate Education	$5.8	n/a
Bilingual Education Fellowships	$5.8	436 Students
Bilingual Educational Personnel Training	$14.7	4,008 Faculty & Personnel
Higher Education for Native Hawaiians	$1.2	209 Students
College Assistance Migrant Program	$2.2	360 Students
Women's Educational Equity	$2.0	n/a
Indian Education	$79.7	n/a
National Early Intervention	$1.9	n/a
Minority Teacher Recruitment	$2.5	9 Institutions (1 consortium)
Faculty Development Fellowships	$3.5	626 Faculty
Title III: Part A[1]	$2.6	10 institutions
Part B	$116.8	100+ Institutions
Part C[2]	$1.9	4 Institutions
HBCU Capital Financing Program	$0.2	n/a
Howard University	$192.7	1 Institution
Training & Advisory Services	$21.6	n/a
Harris Fellowships	$20.4	n/a
Total	**$899.9**	Source: U.S. Department of Education

[1] This figure represents Part A funding to minority serving institutions including HSIs. The Strengthening HSIs program under Part A will take effect in 1995.
[2] This figure represents Part C endowment grants to HBCUs.

Hispanic Students in Higher Education

National efforts to further the academic advancement of Hispanics are vital in light of the numerous obstacles in their educational path. According to the U.S. Department of Education, 10% of the nation's eighth graders were Hispanic in 1988. Over one-third of those students reported two or more "at risk" characteristics, including: single parent family, low levels of parental education, limited English proficiency, low family income, sibling dropout, and time home alone in excess of three hours per day. Nonetheless, Hispanic students have demonstrated a significant capacity to overcome these barriers. For example, almost one-third of all Hispanic college students whose parents never finished high school pursue postsecondary degrees. This is the highest percentage of any racial/ethnic group by an almost 2:1 margin.

High school completion rates for Hispanic students have decreased over the past 25 years, as have their rates of college enrollment.

High school completion rates for Hispanic students have decreased over the past 25 years, as have their rates of college enrollment. In 1991, their high school completion rate was 52%, a drop from a completion rate of 56% in 1976 and 60% in the mid-1980s. During this same period the white non-Hispanic completion rate remained steady at 83%; the African American rate rose from 68% in 1976 to 75% in 1991.

College enrollment rates for Hispanics 18-24-years-old decreased from 20% in 1976 to 18% in 1991. White non-Hispanic college enrollment rates increased from 27% in 1976 to 34% in 1991, leaving a gap between the two groups that has grown from 7% to 16%. However, from 1980 to 1991, the rapid increase in the Hispanic population resulted in a sizable increase in the number of Hispanic students enrolling in college. The increase was larger than any other minority group during that time: Hispanic enrollment rose by 395,000 students, African Americans increased by 228,000, and Asians increased by 351,000.

Though not linked to traditional affirmative action efforts, student financial aid plays a critical role in Hispanics' access to postsecondary education. In fact, one half of all Hispanic college students received some form of financial assistance in 1990. In comparison, 40% of white students received aid. The proportion of Hispanic students who receive aid is not surprising since almost 25% of financially dependent Hispanic students come from families earning less than $10,000 per year and an additional 20% come from families with annual incomes of $10,000-20,000. Despite the level of need among these students, the average aid award (federal, state, and institutional aid combined) to members of this population is less than $3,500, an amount smaller than that of every other racial/ethnic group.

The availability of financial aid is important not only for Hispanics' initial entrance into higher education, but also for their graduation. Without reliable assistance, many minority students cannot complete the education they start. Furthermore, the type of student aid they receive can affect their persistence.

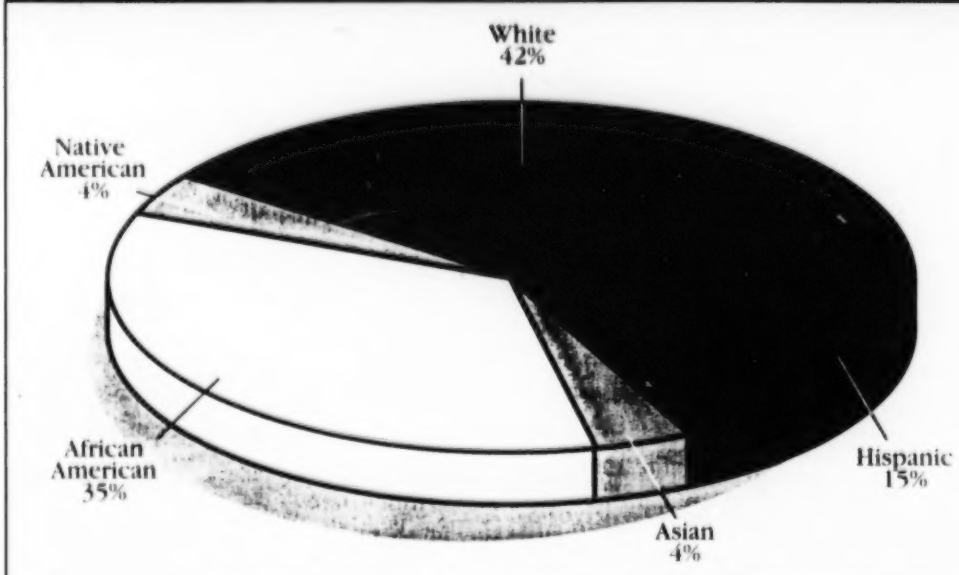
Aid in the form of grants, such as the federal Pell Grant program, has been proven to be more effective in promoting persistence among minorities than loans, according to a 1994 report by the General Accounting Office.

Effects on Hispanic Students

Many of the affirmative action programs broadly targeting populations that face social and cultural barriers to educational development have affected somewhat Hispanic students' access to higher education. These include TRIO, Women's Educational Equity, and the College Assistance Migrant Program. These programs provide a diverse array of services, from grants that fund minority college students' costs of attendance to support services that strengthen the self-worth of underserved high school students so that they are confident and informed enough to progress to and succeed in postsecondary education.

The federal TRIO programs—including Student Support Services, Upward Bound, Upward Bound Math/Science, Talent Search, Educational Opportunity Centers, and the Ronald E. McNair Postbaccalaureate program—are some of the largest affirmative action efforts in higher education. These programs provided more than $418 million in 1994 to prepare disadvantaged students to enter and successfully complete postsecondary education. The programs are designed to improve academic performance, increase student motivation, and facilitate transitions from one level of education to the next. An estimated 633,000 students were served by TRIO programs in 1993-94. Of those 633,000 students, 15% (95,000) were Hispanic students. Figure 2 shows the complete racial/ethnic breakdown of students participating in TRIO.

Figure 2
Participation in TRIO Programs by Student Race/Ethnicity



Source: National Council on Educational Opportunity Associations

BEST COPY AVAILABLE

Girls and women are provided services by the Women's Educational Equity program. The program promotes female youth and adult participation in areas of education in which they are traditionally underrepresented, especially in math, science, and computer fields, by distributing grants to public and private organizations and sometimes individuals for activities such as counseling, mentoring, and other support services. In 1994, this program was appropriated $2 million, which covered five new grants for programs operating during 1994-95 and provided second-year funding for 17 two-year programs. The number and characteristics of students served by programs funded by Women's Educational Equity grants is information collected by the organizations, not the federal government. An exact count and profile of these students, including the representation of Hispanics, is currently unavailable. However, at least nine programs operating in 1994-95 targeted minority women for participation.

Education programs aimed at bilingual, immigrant, and migrant students do not technically target racial and ethnic minorities for their services, yet many of the program participants are from these populations.

Education programs aimed at bilingual, immigrant, and migrant students do not technically target racial and ethnic minorities for their services, yet many of the program participants are from these populations. Therefore, the programs' emphasis on assisting individuals who face language and cultural barriers, such as Hispanics, with educational advancement qualifies them for inclusion in this discussion. For example, the College Assistance Migrant Program (CAMP) targets migrant students in their first year of college to receive support services, such as tutoring and counseling, as well as stipends. CAMP was appropriated $2.2 million in 1994. This federal funding went to 360 students at six institutions of higher education; an estimated 80% (290) of these students were Hispanic.

In addition, the National Early Intervention Scholarship and Partnership program was appropriated $1.9 million in 1994 to assist disadvantaged students in progressing to postsecondary education through a combination of academic skill building, mentoring, and counseling. Funding is directed to state agencies which then distribute the money to individual programs. Six state grantees have received funding for AY 1994-95. This is the first year of the national early intervention program's operation; data concerning the number of students being served by these state agencies will not be available until the fall of 1995. Future funding for the program is currently in question: FY 1995 appropriations have been proposed for recision.

As for assistance at the graduate level, the Women and Minority Participation in Graduate Education and Harris Fellowships have worked to boost the presence of underrepresented groups in graduate study. Although no longer funded, the Women and Minority graduate program received $5.8 million in 1994, and Harris Fellowships, which are awarded to students pursuing professional studies such as law or dentistry, were appropriated $20.4 million in 1994. Data specifying the number of students served by these resources is not available.

Effects on Hispanic-Serving Institutions

There are 127 HACU member Hispanic-Serving Institutions (HSIs)—colleges and universities with at least 25% Hispanic enrollment—in the continental United States and Puerto Rico, accounting for about 3% of all institutions of higher education. However, these institutions enroll almost half (45%) of all Hispanic college students. Sixty-one of these institutions are public community colleges, 27 are public four-years, four are private two-years, and 35 are private four-years. For many Hispanic students, HSIs are an attractive postsecondary opportunity because of their proximity to home and their reasonable costs. Given that 42% of Hispanic college students live with their parents, HSIs can be regarded as broadening college choices for this population.

For many Hispanic students, HSIs are an attractive postsecondary opportunity because of their proximity to home and their reasonable costs.

The price of attending an HSI is less than the average tuition and fees at both the two-year and four-year levels. Annual tuition and fees at a two-year HSI averages $810, in contrast with the national average of $1,292. The sticker price at a public four-year HSI averages $1,276, little more than half of the national average of $2,315. At four-year independent institutions, HSIs again cost less than the national average of $10,498, with a tab of $5,507.

Title III's Institutional Aid programs have provided funding to some minority-serving institutions during the past. This money is used for program and faculty development at these institutions to attract and retain minority students. Part A of Title III distributed $88.6 million in 1994 to strengthen institutions; $2.6 million went to 10 minority-serving institutions. The Strengthening HSIs program under Part A will take effect in 1995 with $12 million in appropriated funding. The total number of HSI grant recipients for the first year of operation is estimated to be 30.

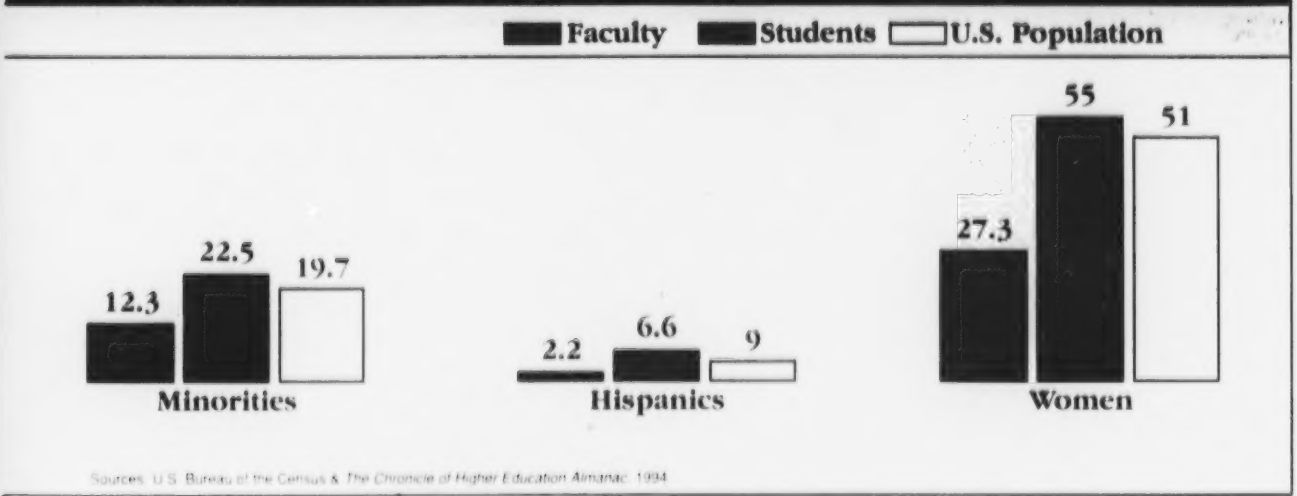
In addition, Part B and C programs assisted HBCUs and Historically Black Graduate Institutions with $119 million. Four HBCUs received endowment grants through Part C, each of which totaled $500,000; the total endowment grant awards for that year were almost $7.1 million. In the past, eligible institutions with large Hispanic enrollments have also received endowment grant funds. The exact number of such institutions is not available, but at least 13 Puerto Rican universities and several mainland institutions with large Hispanic enrollments are known to have received endowment funding during the 11 years of the program's operation.

As an additional source of institutional assistance, the Minority Science Improvement program has provided funds to postsecondary institutions with predominantly minority enrollments to strengthen their science and engineering programs and promote minority representation in science and engineering professions. Eighty-one institutions received $5.9 million in funding through this program in 1994. The number of HSIs impacted by this funding is not available.

Effects on Hispanic Faculty

Faculty members are a crucial element of an institution's intellectual and social strength. Beyond providing formal classroom instruction, they serve as mentors and role models to students and fellow faculty members. As scholars, they play a key role in developing new knowledge and insights which contribute to all aspects of life. The presence of members of underrepresented groups in these leadership roles is vital to both females and males, minorities and non-minorities. Yet among college and university faculty, women and minorities are not represented in proportions equal to the minority and female presence within postsecondary enrollments or, more significantly, within the general public. Figure 3 illustrates these disparities.

Figure 3
Percent of Representation Among Full-time College Professors, Postsecondary Students and U.S. Population



Sources: U.S. Bureau of the Census & *The Chronicle of Higher Education Almanac*, 1994

To increase the presence of minorities in the teaching field, various affirmative action programs have been developed. Faculty Development Fellowships and the Minority Teacher Recruitment program fall into this category. The Faculty Development Fellowships, awarded in the form of multi-year grants, encourage minority faculty to attain doctorate degrees and take part in professional development activities. In 1994, $3.5 million went to the program to fund fellowships at 21 institutions. While some of the fellows have not yet been chosen, 626 fellows are proposed to benefit from this program. Of these faculty, 30% are projected to be Hispanic. The Minority Teacher Recruitment program promotes diversity in the teaching profession by granting funds to institutions of higher education for recruitment programs that target minorities. In 1994, the program was appropriated $2.5 million. Nine institutionally-based programs (one operating within a consortium of several institutions) received support; six of these nine programs targeted Hispanics as participants. Again, the exact number of participants is recorded only at the programmatic level, making exact figures unavailable.

In addition, the Office of Bilingual and Immigrant Education was appropriated $226.8 million in 1994 to operate several programs that affect minority students, including Hispanics. For example, the Bilingual Education Fellowship and the Bilingual Educational Personnel Training (EPT) programs work towards strengthening the talents of those involved in the education of students facing language barriers, such as non-native minorities. While the bilingual education programs do not specifically target minority professionals as participants, their services foster the development of skills among professionals whose target audience includes numerous minority students.

Bilingual Education Fellowships are intended to prepare individuals of any ethnicity or race for leadership roles with limited English proficient populations. Funds are awarded to institutions of higher education which then select graduate fellows; 436 fellows received grants in AY 1994-95. Of the 43 colleges and universities that participated in the fellowship program, 95.3% (41) institutions proposed that their fellows work with projects that served Spanish-speaking student populations. FY 1994 funding for the fellowships was $5.8 million. The Bilingual Educational Personnel Training program develops the skills of both undergraduate and graduate students preparing to work with limited English proficiency students. More than 4,000 bilingual teachers and education personnel at 86 program localities took part in the program in 1994-95. The EPT program was appropriated $14.7 million in FY 1994.

Conclusion

This report is intended as a resource to aid policy discussions concerning affirmative action in higher education that are easily diverted by sociological and philosophical issues. To proceed with a comprehensive conversation of affirmative action policies, knowledge of their impact on students, faculty, and institutions as part of U.S. Department of Education higher education programs is critical.

Yet data that specifically details who is participating in higher education programs linked to affirmative action and funded by the U.S. Department of Education are scarce. Few of the federal higher education programs that target minority groups and women as participants track the distribution of their funds to the actual recipient populations if they are channeled first to institutions or state and local agencies and organizations. As a result, it is difficult to specify how much federal funding actually goes to Hispanic students, faculty, and institutions through affirmative action efforts in higher education. However, with the signing of Executive Order 12900—Educational Excellence for Hispanic Americans—in February of 1994, this information may become more readily available.

...it is difficult to specify how much federal funding actually goes to Hispanic students, faculty, and institutions through affirmative action efforts in higher education.

The enhancement of quality that may be derived from affirmative action efforts has clear impacts on the nation's social and economic competitiveness and stability.

Despite the obstacles still facing Hispanics and other minority students, federal commitment and priority given to eradicating these obstacles is still tremendously low. It is important to note, nonetheless, that this report's illustration of resource distribution is only one aspect of broader efforts necessary to describe and evaluate affirmative action programs. A more detailed and structured analysis is needed to ascertain the long-term effectiveness of these programs. Such analysis needs to consider the value-added benefit that the inclusion of minorities and women has on the quality of American higher education. The enhancement of quality that may be derived from affirmative action efforts has clear impacts on the nation's social and economic competitiveness and stability.

A dismantling of affirmative action programs in higher education would have a substantial impact on Hispanics, and on members of all minority groups who are underrepresented in postsecondary education. Their opportunities for access, often hindered by social, economic, and other barriers, are enhanced by programs that redistribute funds to meet burgeoning needs. Using this distribution paradigm as a framework, we may see that through thoughtful analysis and targeting of resources—along with careful monitoring and evaluation—public policy may be enhanced.

Hispanic Association of Colleges and Universities
National Headquarters
4204 Gardendale Street, Suite 216
San Antonio, Texas 78229
(210) 692-3805 · FAX (210) 692-0823

$7.50